British Columbia Board of Parole

Annual Report 1984–85

Province of British Columbia

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June 10th, 1985

The Honourable Brian R. D. Smith, Q. C.
Attorney General
Province of British Columbia
Parliament Buildings
Victoria, British Columbia
V8V 1X4

SIR:

I have the honour of submitting the Annual Report of the British Columbia Board of Parole for the fiscal year ended March 31st, 1985.

Yours respectfully,

JOHN KONRAD
Chairman

JK:ss

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1. INTRODUCTION

The Board has completed five full years of operation under its mandate pursuant to the Parole Act (Canada).

At this point in the Board's history, several developments are worthy of highlight, each of which will receive further elaboration in the report itself.

- The Board retains a strong committment to a community based model of membership utilizing lay citizens as its decision makers. This involvement of lay citizens has proven to be an effective vehicle for direct participation in one vital aspect of the administration of justice. The citizens who have served on this Board have given credibility to the Board's decision making process which has frequently been recognized at the community level. To ensure that this continues the scope of representation reflected in the Board Membership must remain broadly based to reflect the various and diverse needs and interests of the communities of this Province.

- In the continuing absence of provincial legislation governing parole, there continues to be a lack of clarity and rationale surrounding the various programs of early release for prisoners in provincial correctional centres. Confusion, duplication and even some competition exist between certain forms of temporary absence (administered by the Corrections Branch) and parole. The Board wishes to reiterate its view that comprehensive legislation governing all forms of early release would be the best vehicle through which this problem should be addressed.

- The Board's public accountability is always at issue given the very sensitive nature of its responsibility. The Board is always looking for new ways by which to be more directly accountable to the public and the communities of this province. This report contains for the first time case examples which attempt to illustrate some of the issues the Board struggles with on a day to day basis - both positive and negative.

- This is the first year that the Board has not experienced a measurable increase in its workload. As the Board's workload is essentially outside its own control, that is, generated by inmate applications, this development bears careful analysis to determine what the causative factors are.

- With the completion of five years of operation, this report contains an overview of the Board's major activities, with statistical comparisons throughout that period.

I wish to acknowledge the dedicated service of all Members and Staff of the Board and as well, the support of the Staff of the Corrections Branch who provide essential and ongoing services to the Board for its proper functioning. Also, I would like to pay special tribute to those Members of the Board whose terms of appointment end this year. Their contribution has been highly valued.

2. BOARD MEMBERSHIP AND STAFF

Terminations and Appointments

On April 1st, 1984 the full terms of five Members expired and one Member resigned due to other committments prohibiting continued service to the Board.

The appointment of new Members, due April 1st, 1984 was again delayed as in the previous year, causing considerable disruption and additional expenditure. This delay also prevented the newly-appointed Members from attending the regularly scheduled Spring membership meeting which is intended for their professional development and provides an excellent opportunity for them to establish good working relationships with the existing Membership. As these appointments are made by Order-In-Council, their timing is beyond the Board's administrative control.

At the time of writing this report, the appointments for April 1985 had already been made, hence the problem of delay has been satisfactory resolved for the coming year.

A nominal list of this years Members is contained in Appendix A.

Recruitment of Candidates for Membership

The recruitment of new candidates for appointment April 1st, 1985 was focused in the following communities:

Terrace/Kitimat
Chilliwack/Agassiz
Maple Ridge/Pitt Meadows
Burnaby/New Westminster
Richmond
Vancouver
Nanaimo

The process of recruitment is intended to incorporate the following factors:

- Geographic representation achieved by means of allocating membership to major regions and communities of the province. This representation, as reflected above, is functioning satisfactorily.

- Representation of community need and interest by way of the membership reflecting a broad range of background, career, community service and other experience. This representation can be best achieved by inviting direct input into the identification of potential candidates from various community groups, agencies and organizations. Such involvement has shown to increase significantly the community's understanding of and support for parole, and should be continued.

- Assessment of suitability for Membership based on the criteria established by Board policy (see Appendix B). These criteria have been endorsed by the Attorney General who recommends appointments by Order-In-Council of the Lieutenant Governor of British Columbia. These recommendations are based on an assessment of candidates' suitability which is carried out by the Board Chairman.

Orientation and Membership Meetings

The delay in the appointment of Members in 1984 required that the orientation of new Members be held separate from the general membership meeting. For this reason, special meetings were arranged in four areas of the province (Vancouver Island, Lower Mainland, the Interior and the North). These meetings were used to introduce the new Members to the rest of the Board, to meet with Probation Officers who supervise parolees, and to visit program facilities (half way houses) provided by the private sector to which inmates are released on parole.

The regularly scheduled membership meetings conducted in May and November of 1984 covered a broad range of topics and workshops including the following:

Subject	Participants
• Special conditions on the Certificate of Parole	Legal Counsel, Probation Officer and Board Members.
• Interpreting the intent of sentences of imprisonment	Provincial Court Judge, Crown Counsel, Defense Counsel, Probation Officer and Board Members.
• Program presentations	Directors of New Haven Correctional Centre, Burnaby and Boulder Bay Camp, Alouette Lake.
• Issues effecting Native Indians	Native Courtworker, Police Liaison Officer, Vancouver Native Indian and a Native Board Member.
• Administration of Justice	Chief Provincial Court Judge.
• Halfway house programs	Representatives of the B. C. Association of Community Based Residential Centres.
• Correctional Trends and Issues	Regional Director of Corrections.

Board Office Staff

The Board was fortunate to have its staff allocation returned to full complement in May 1984 after a prolonged vacancy caused by restraint. Due to the excessive workload demands placed on the remaining staff, there was a noticeable increase in staff absence due to illness including problems related directly to excessive stress. In a partial attempt to alleviate this situation, arrangements were made for staff to be involved in a one day stress reduction workshop. This workshop was conducted away from the workplace under the facilitation of a specialist.

Even though the Board's overall workload has stabilized this year, the current complement is inadequate to deal effectively with all requirements, especially in the area of research and analysis. The office staff are to be commended for their tireless efforts, one result of which is that the Board has never had a backlog in its schedule of hearings.

3. NEW DEVELOPMENTS

Policy Initiatives

The Board's Policy Executive held three regular meetings, plus one special meeting held jointly with senior representatives of the Corrections Branch. This latter meeting focused specifically on the relationship of temporary absence and parole, a subject which has consumed a considerable amount of time and energy both of the Policy Executive and the Board's professional staff.

- Parole and Temporary Absence

  The purpose of these bilateral discussions has been to resolve at a policy level the apparent confusion, duplication and competition that exists between Temporary Absence and Parole. It is the Board's view that any absences from prison beyond 15 days (except for specific purposes identified in the Prisons and Reformatories Act) are tantamount to a parole and should therefore be authorized in a Certificate of Parole issued by the Parole Board. On that basis, the Board has opposed the Corrections Branch's widespread use of "Back to Back" temporary absences including extended home leaves. In its place, the Board proposed the introduction of a day parole program which could be made available to inmates prior to eligibility for full parole, and which would more effectively utilize the resources of the private sector such as halfway houses and treatment facilities.

  As a result of these negotiations, the Corrections Branch has indicated a willingness to discontinue its use of some extended temporary absences, however, insufficient for the Board to proceed with a day parole option without adding further to the duplication between temporary absence and parole. The Board is committed to further discussions with the Corrections Branch with the objective of finding a mutually supportable resolution of this problem. Such a solution should provide the basis for comprehensive legislation referred to elsewhere in this report.

- Disclosure of Information

  The disclosure to inmates of information used by the Board in reviewing parole applications is viewed as a requirement of fundamental fairness. The Board's current practice in this regard is under review with the objective of establishing a policy of fuller disclosure. In its review, the Board is being guided by "freedom of information" and "privacy" legislation as well as provisions under the Charter of Rights and Freedoms. Court litigation against other Parole Boards in Canada are providing precedent setting guidelines in addressing this policy issue.

In addition to an analysis of the preceding information, the Board has established a pilot project in two locations of the province to assess and evaluate two distinct models of disclosure. They are as follows:

INTERIOR REGION	NORTHERN REGION
• Disclosure prior to parole hearing	• Disclosure at parole hearing
• Disclosure by document	• Disclosure verbally
• Disclosure by the Parole Coordinator	• Disclosure by the Board Members

The pilot projects will run from December 1984 through May 1985 following which an evaluation will be conducted leading to policy proposals.

- Fairness and Accountability

Two policy changes were made, one ensuring greater fairness to the inmate, the second demanding greater accountability of the inmate.

(a) Where a parolee whose parole has been suspended remains at large, the Board proceeds to a post suspension hearing which invariably results in the revocation of the Certificate of Parole. Based on the person's constitutional right to a hearing, he may now request a post revocation hearing upon his return to custody.

(b) In contrast, where a parolee has been suspended and there is insufficient time for a post suspension hearing before the warrant expiry date, the Board may still proceed to such a hearing notwithstanding that the warrant has expired. This is done where in the discretion of the Board, it is necessary and desirable to do so in order to formally register the Board's decision.

Public Accountability

The Board is constantly seeking new ways in which to discharge its public accountability and to contribute to public education concerning the administration of justice.

This year, a special communication was sent to all police detachments in the Province and to the Mayors of most of B. C.'s cities and municipalities. As well, a similar communication was sent to most Chambers of Commerce. The response has been promising resulting in a number of invitations to address various groups of interested people. The Members of the Board share the responsibility of responding to such invitations.

As well, a special effort has been made for Members of the Board to maintain more regular contact with the Probation Officers of the Province who provide supervision to parolees. Such ongoing contact is essential for good understanding of each other's responsibilities and functions.

4. PROGRAM INFORMATION

Board Reviews and Member Workload

As indicated earlier, this is the first year in which the Board has not shown a measurable increase in the number of reviews it conducted. This year the number was 1680 compared to 1676 in 1983/84. At the same time, these reviews were conducted in a total of 334 hearing days, a further significant reduction from 1983/84. In August 1983, the number of reviews conducted in a given hearing day was increased by 20%. This ratio was continued for 1984/85 resulting in the average number of cases reviewed on each hearing day being 5.0 (which was the target set) increasing from 4.4 and 3.8 in the two preceding years. Further increases will not be authorized in order to safeguard the quality of the Board's process of review and decision making.

The average number of hearing days per month has similarly declined to 27.8 from 31.6. The number of hearing days per month ranged between a high of 33 in September 1984 and lows of 23 and 23.5 in October 1984 and January 1985 respectively.

With this decrease in hearings, the average number of days each Member was called to attend hearings was 2.3 days per month. However, when this average is calculated to allow for the delayed appointments and pro-rated on the Members available in each month, the average number of days each Member was in attendance rises to 2.5 per month.

Table I provides the number of hearing days in each Region throughout the year.

Board Decisions

The number and type of decisions rendered by the Board are shown for each Region in Tables II to VI with a provincial summary in Table VII.

The figures this year show an amazing similarity to last year. The percentage of hearing days and decisions remained constant in the Interior, Fraser and Vancouver Island Regions, with a very slight increase in Vancouver Region and an offsetting decrease in the Northern Region.

While the percentage of decisions resulting in a grant of parole remained constant, the "grant rate" (when all interim decisions are eliminated) rose again, from 60.6% in 1983/84 to 63.5% this year.

Last year, the percentage of deferrals had declined significantly. This year it rose to 6.3%, as it was two years ago.

Some regional highlights include:

- a 7% decrease in the grant rate in the Northern Region,
- a 5.1% increase in deferrals in the Vancouver Region,
- a 14% increase in the grant rate in the Vancouver Island Region.

Parole Supervision

Table IX provides a provincial summary of the number of parolees for each month, dropping slightly from 397 in the beginning of the year to 384 at the end. This is a decrease of 3.3%. During the year, the monthly total ranged from a high of 427 in August 1984 to lows of 377 in April 1984 and 379 in February 1985. The average number on parole each month, however, showed a 6.7% increase from 375 last year to 400 this year.

The immediate destination of inmates released on parole shows a similar trend for the third year in succession.

DESTINATIONS	1984/85		1983/84	
Interior Region	102	11.8%	139	16.1%
Northern Region	133	15.4%	117	13.5%
Fraser Region	279	32.4%	246	28.4%
Vancouver Region	184	21.3%	221	25.5%
Vancouver Island Region	126	14.6%	103	11.9%
Out of Province	39	4.5%	40	4.6%
TOTAL	863	100%	886	100%

The inmates who were granted parole this year had been incarcerated for the following offences:

TYPES OF OFFENCES	1984/85		1983/84	
Property	539	46.4%	550	50.5%
Motor Vehicle	260	22.4%	287	26.3%
Drug	69	5.9%	66	6.1%
Violent	102	8.8%	94	8.6%
Sexual	81	7.0%	37	3.4%
Other	111	9.5%	56	5.1%
TOTAL	1162	100%	1090	100%

The comparison between the last two years shows some variations. The percentage of property and motor vehicle offences both decreased. Sexual offences increased from 37 to 81 (percentage increase from 3.4% to 7.0%). Similarly, "other" offences increased significantly which included escapes, mischief, obstruction and failure to comply with Court Orders. Last year the category of motor vehicle offences was made up of mainly drunk/driving offences (76.3%). This year, this offence accounted for 65.8% of the motor vehicle offence category. Of the 81 sexual offences, half were for sexual assault, a quarter for indecent assault and only four cases involved rape or attempted rape.

Suspensions and Revocations

Table X shows the number of suspensions of parole that occurred each month and their final disposition. The total number of suspensions rose to 206 from 177 last year. This is a 16.4% increase. Given that the number of inmates on parole each month increased by only 6.7%, the rate of increase for suspensions is clearly higher. This means that parolees have been at higher risk this year which may be a reflection, in part, of the higher "grant rate" reported earlier in this report under "Board Decisions". By the same token, the percentage of suspensions resulting in revocation of parole decreased from 74% last year to 69.9% this year.

If the number of revocations each month is taken as a percentage of the number on parole each month, the percentage of revocations (on average for the year) is 2.7%, which is a slight decrease from 3% last year.

If, however, the total number of revocations are taken as a percentage of all inmates on parole throughout the year, the recidivism rate is 11.4%.

Transfers to and from other Jurisdictions

The total number of transfers to and from other jurisdictions remained similar to last year. The number of transfers to Ontario increased from 2 to 8 and the number of deportations to the U.S.A. decreased from 9 last year to 3 this year.

	National Parole Board[1]	Ontario	Quebec	Outside Canada[2]	Total
To:	23	8	1	7	39
From:	-	12	-	-	12

1 Alberta (16); Saskatchewan (6); Yukon (1)
2 Deportations: U.S.A. (3); England (3); West Indies (1)

5. CASE INFORMATION

The addition of this section is intended to provide selected case information to illustrate how some of the issues facing the Board are addressed on a day to day basis.

Treatment

One of the criteria for parole is that the early release will aid in the reform and rehabilitation of the inmate. Availability of treatment programs, therefore, and the inmate's motivation to be involved are important factors to consider when this criteria is being evaluated. While there are limited treatment opportunities for inmates in provincial correctional centres, criminologists and correctional administrators agree that treatment efforts within a correctional setting have limited chance for success. Access to treatment facilities and programs is therefore provided to selected inmates through temporary absence passes, requiring daily return to the correctional centre. Similarly, involvement in a treatment program is often stipulated as a special condition of parole, or as an agreement for the inmates' release on parole. Ideally, the parolee's involvement should be through self motivation rather than through coersion, ensuring the greatest likelihood of progress.

Several parolees have commented on their involvement in treatment programs while on parole, excerpts of which are quoted:

> "I spent all my teenage years in and out of jails throughout B. C. When I wasn't serving time in jail I was living a life that was completely wrapped up in alcohol and drugs. Everything I did was illegal or dishonest, I was slowly self destructing and I couldn't help myself . . . . This treatment program gave me hope, which I never had before. I began to realize that there were people that cared and were willing to help when I was straight and sober. I was free of all alcohol and drugs and feeling pretty good about myself. . . I have been released from jail almost four months. I am learning a new and better way of life for which I am very grateful."

> "I have been in trouble since the age of thirteen for a series of break-ins, car theft and shoplifting. My life has revolved around an alcoholic lifestyle. At 10 or 11 years of age I started drinking with other kids, some older than I. As I grew older my relationship with alcohol and drugs gradually progressed. At that my criminal record gathered more convictions. Due to my use of alcohol and drugs, I have come close to dying more than once, as in car accidents, fights and a stabbing. I drank at times until I was unconscious.. . . . Today I am thankful for this drug and alcohol program, because previously I did not realize how sick I had been in both body and mind. Now I can say that in the past five months of treatment I have learned to deal with and express certain feelings I have covered completely over the

years . . . . The priviledge of parole has given me a chance to get my life together and deal with needs rather than wants, and also look forward to set goals in the future. I do know, I don't want to go back . . . "

"While I was incarcerated, I took part in alcohol and drug treatment. I feel that had I not done this my life would be much the same as it had been for the years previous which included staying drunk as much as possible and living off the avails of crime. . . . I am currently on parole and attend the follow-up of my treatment."

Risk to the Public

While potential risk is always present to some degree, the Board is required in statute to evaluate the degree of risk and is authorized to grant parole where it is convinced the early release on parole would not constitute undue risk to the community. Many cases highlight this issue.

A 21 year old immigrant, imprisoned for robbery, was denied parole primarily on an assessment of risk being too high. This was based on conflicts between the information provided by officials and the applicant. The inmate reapplied for parole, and the Board was unable to properly assess the criteria for parole due to important information being unconfirmed. The decision was deferred in order that confirmations could be provided. Prior to the next hearing by the Board, the inmate wrote to say:

"I am writing you to inform you that I am going to cancel my parole (application) at this time. It seems to me you are not willing to give me a chance. I have been telling you things, and you aren't believing anything I say. I have had time to think it over and I have decided to finish my time."

In another situation, a 32 year old from a remote area of the province was sentenced to four months for drinking driving offences. There were previous offences of a similar nature. In reviewing his application for parole, the Board found considerable support for release, but due to the temptations to drink, and the lack of close supervision possible due to the geographic isolation, the Probation Officer recommended that if parole was granted, it be delayed until after the Christmas festive season to reduce the temptations and risk of re-offending. The Board concurred. In assessing the effect of this procedure, the supervisor wrote:

"I was able to check his references. I also checked with the local RCMP and the drug/alcohol counsellor. A review of his record indicated that he had had four such offences involving drinking and/or driving violations, three in the last three years. Also, I noted that the incident for which he was currently incarcerated occurred during the Christmas holiday season the year before . . . . . Although the community was quite affirmative and supportive of the application for parole, all agreed -even his personal friends, landlord, and employer - that to parole him prior to the holiday season would be unjudicious for both the community and the inmate himself. . . This was a case where it was felt a little extra effort in everyone's part produced a decision that was significantly wiser than a cursory or less extensive report might have produced. I also felt a sense of teamwork between the network of agencies and individuals I contacted in the field and the personnel I communicated with within the institution."

Benefit to the Parolee

The parole decision is essentially a judgement in which conflicting interests, concerns and needs are weighed. While public safety is an over-riding concern, the needs of inmates cannot be ignored, lest short term gains are lost for longer term benefit to the community.

One such situation involved a 25 year old inmate in prison for aggravated assault. There was a history of alcohol and drug abuse including family violence in the past. The prison sentence was the first (after several other sanctions proved unsuccessful) and appeared to have a strong deterrant effect. Motivation for treatment was high which commenced while in prison and was ordered as a special condition on parole. Progress was considerable and steady - until the parolee died due to what appeared to be an accidental overdose of prescription drugs. The Board more often fears a new offence by parolees perpetrated on other victims. The death of a parolee who is demonstrating progress in accepting citizenship responsibilities is similarly tragic.

A parolee who took full advantage of the opportunity of parole writes as follows:

"I would like to take this opportunity to sincerely thank the B. C. Board of Parole for their considerations of granting me a parole. I have successfully completed my term. The opportunity has given me a chance to reunite with my family and four children. Words simply cannot express my appreciation. There were times when I wondered if I had anyone in the bureaucracy that would listen or care. All too often we hear of convicts that do not perform well on parole. Surely they are in a minority. God bless the Board and all it stands for. The Board Members were very fair with me. I can tell you they put me through the paces. They are indeed good men. Thanks again from one very appreciative man.

Accountability

Parole is a priviledged release through which the offender serves the balance of the prison term under conditions imposed by the Board, including supervision. This implies accountability. However, sometimes circumstances occur through which accountability is sacrificed in the place of punishment. In some cases that is necessary, in others it serves to make offenders more dependant and less self reliant and responsibility.

Such a danger occured in the situation involving a reformed addict who was in jail for theft and fraud. While in prison he wanted to clear up an old charge in Ontario but was prohibited. In reviewing the parole application, the Board found him to qualify - and decided to grant parole as the outstanding charge had only a "25 mile radius" warrant, indicating it was a relatively minor matter. Upon being released on parole, the warrant was extended to all of Canada, whereupon he was apprehended and escorted to Ontario where he received a new 18 month sentence. The Ontario Board, on reviewing a subsequent application also granted parole upon eligibility and the inmate is now serving parole on both offences simultaneously. To date, the decision of both Boards appears vindicated as the parolee is performing satisfactorily.

Another inmate who was on parole committed a relatively minor offence. The supervisor felt it was an isolated incident and recommended to the court that an intermittent sentence be imposed, in order that his involvement in a pre-employment program would not be interrupted. This was an area of special need for the parolee and the Board decided therefore not to suspend or revoke parole, but to allow the benefits of this program to be fully realized.

Finally, the case of a 22 year old illustrates that not everyone takes advantage of the opportunities made available. This inmate was denied parole, but on a subsequent application, was granted parole in order to return to her home province where there was considerable community and family support. She never made it to her home; and as a result of an agreement between parole boards across Canada, was apprehended and returned to custody to complete the sentence.

6. FIVE YEAR OVERVIEW

With the completion of five years of operation, it is possible to begin making longer term comparisons and look for trend developments.

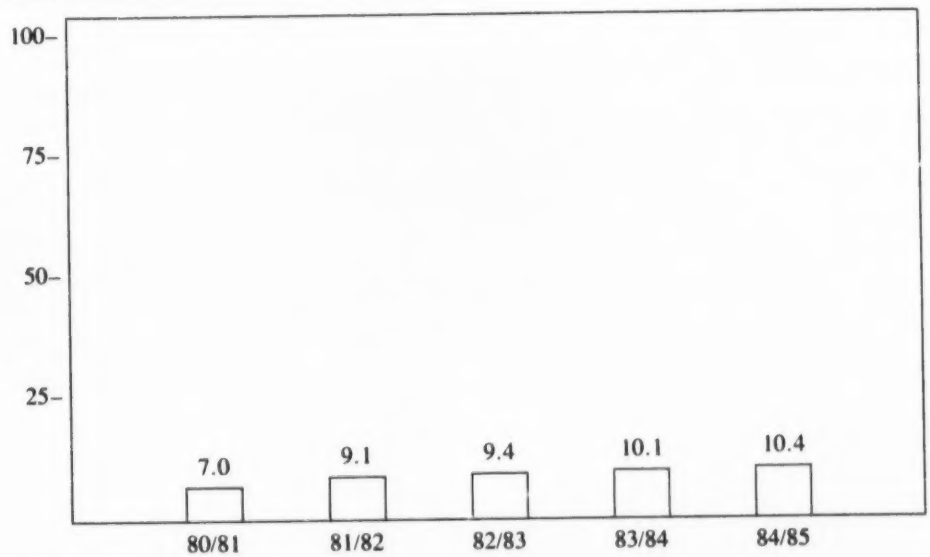
In those areas where such comparisons are possible given the current data base, there is unusual similaritry in the statistical figures from year to year.

Parole Hearings

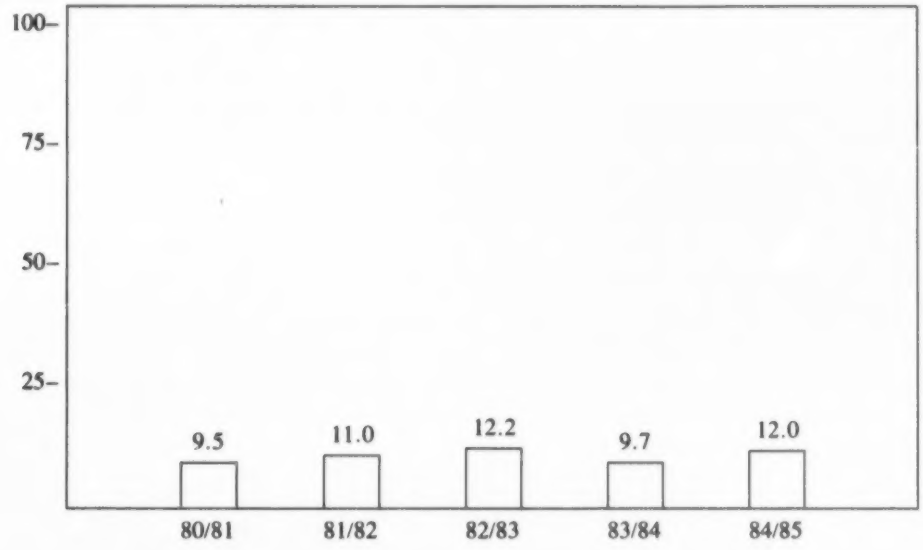
The distribution of parole hearings in each of the regions of the province have remained relatively constant. This is no doubt a reflection of the fact that there have been very few changes in the constellation or numbers of correctional centres in the province during this period. This consistent trend would also imply that the provision of information to inmates regarding their right to apply for parole occurs similarly in each Region and from year to year.

Distribution of Hearings Among Regions

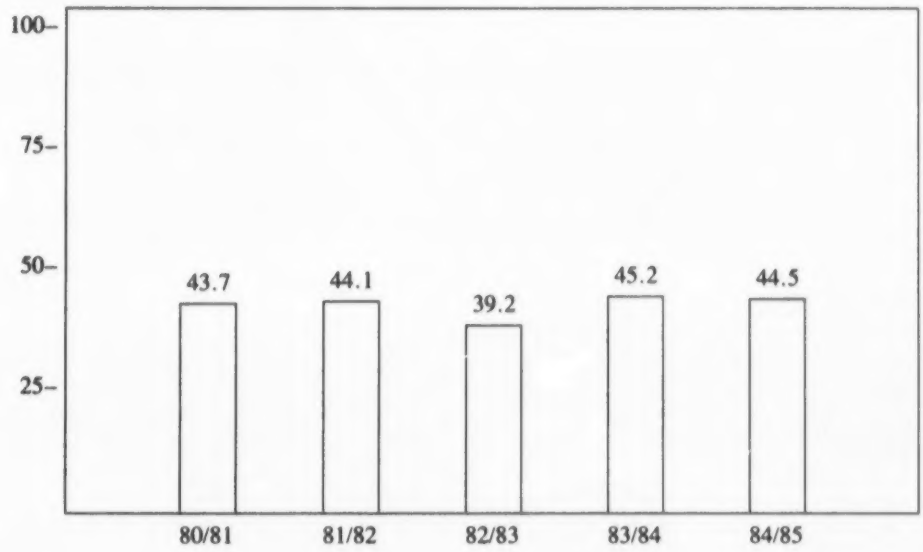
Percentage of Hearings in Interior Region



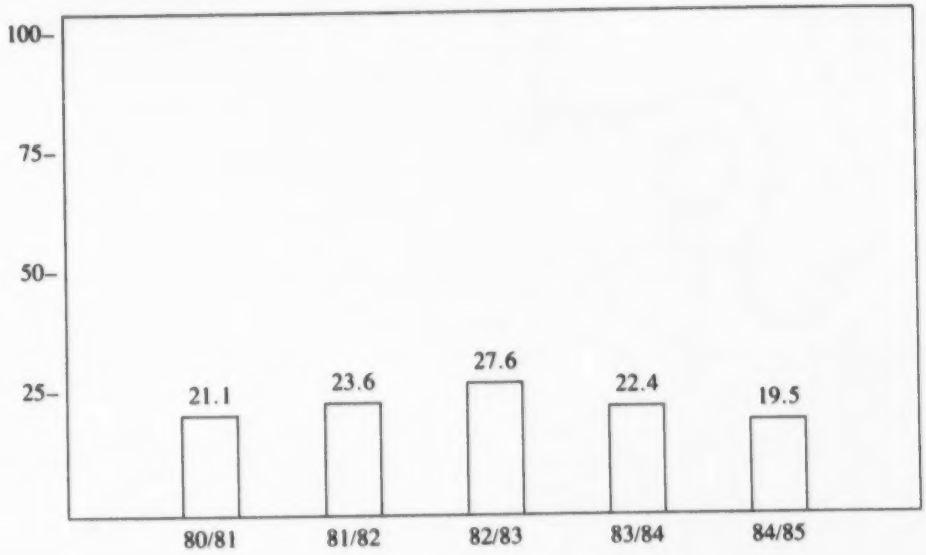
Percentage of Hearings in Northern Region



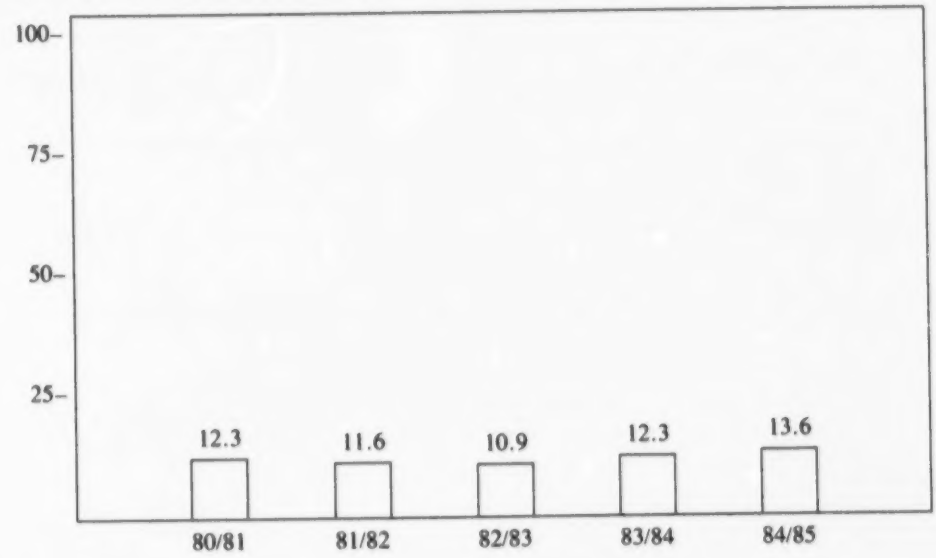
Percentage of Hearings in Fraser Region



Percentage of Hearings in Vancouver Region



Percentage of Hearings in Vancouver Island Region

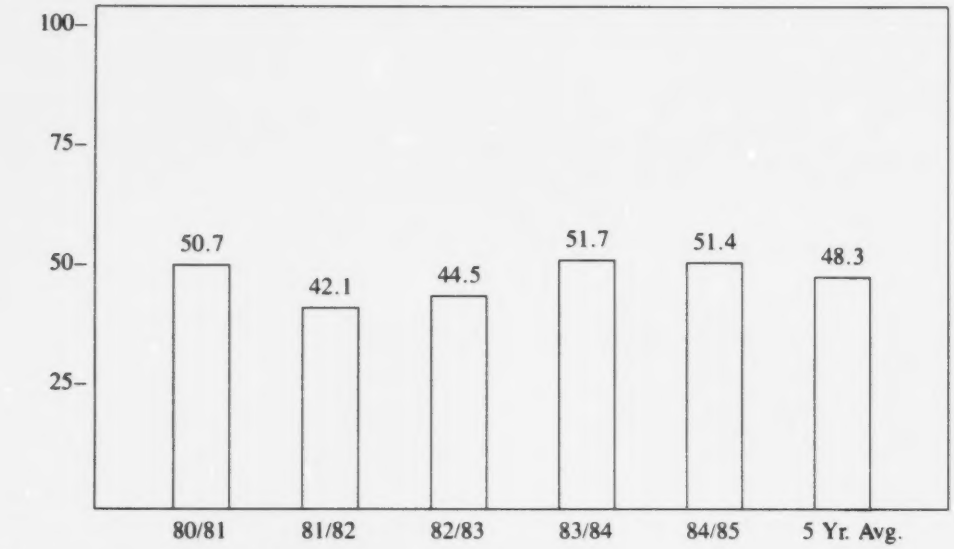


Type of Decisions

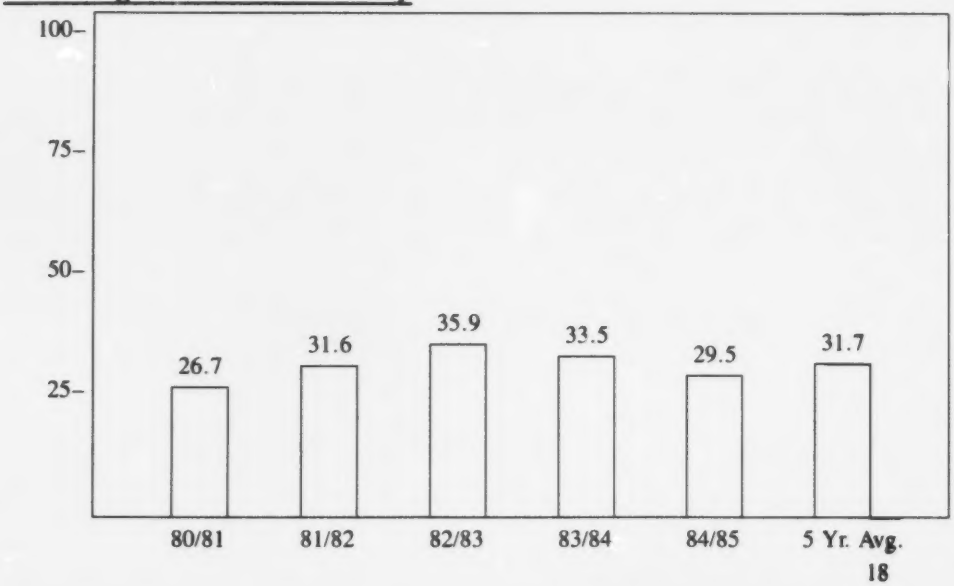
The type of decisions similarly show a high level of consistency throughout this five year period. The only figures that stand out are in relation to deferrals, showing a high of 14.3% in the first year of operation and a low of 3.5% in 1983/84. The 6.3% deferral rate for 1984/85 is less than a percentage point below the five year average of 7.2%.

Type of Decisions - Provincial Summary

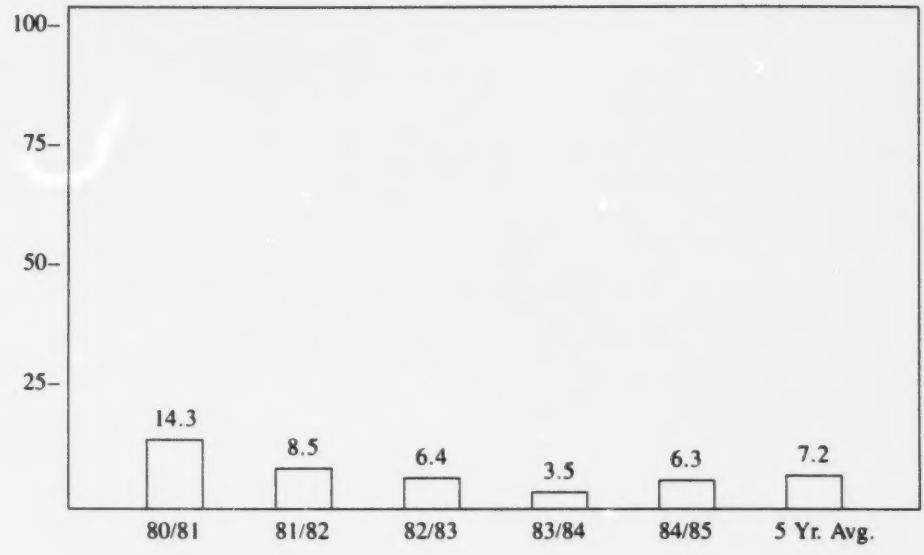
Percentage of Decisions to Grant



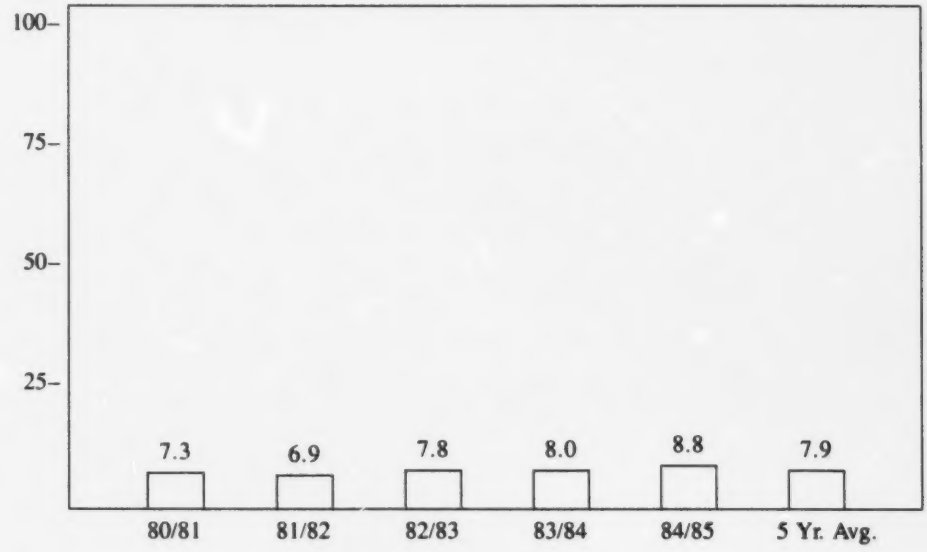
Percentage of Decisions to Deny



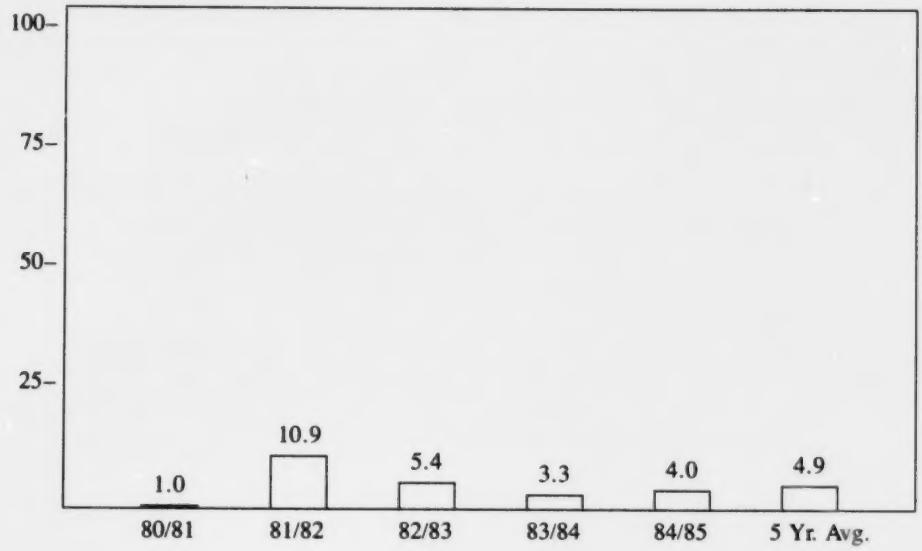
Percentage of Decisions to Defer



Percentage of Decisions to Revoke



Percentage of "Other" Decisions



The actual number of decisions made by the Board shows the only significant change, increasing consistently for the first four years and stabilizing finally in 1984/85.

Number of Decisions - Provincial Summary

Year	Reviews	# Increase	% Increase
1980/81	1039	-	-
1981/82	1258	219	21.1%
1982/83	1488	230	18.3%
1983/84	1676	188	12.6%
1984/85	1680	4	0.2%

Perhaps of greatest significance is the information regarding suspensions and revocations of parole. This provides a measure of success and failure and speaks directly to the value of parole as an effective correctional technique. Most importantly, these figures reflect the issue of protection for the public. Finally, they can become the basis of establishing measures of cost effectiveness and efficiency.

Suspensions and Revocations

Monthly Averages

	Parolees	Suspensions	%	Revocations	%
80/81	206.5	9.4	4.5	6.0	2.9
81/82	275.1	11.2	4.1	7.6	2.8
82/83	296.4	13.3	4.5	9.5	3.2
83/84	368.5	14.7	4.0	10.9	3.0
84/85	401.4	17.2	4.3	10.9	2.7
5 Year Average	309.6	13.2	4.3	9.0	2.9

Annual Totals

	Parolees	Suspensions	%	Revocations	%
80/81	592	113	19.1	72	12.2
81/82	805	134	16.6	92	11.4
82/83	909	160	17.6	114	12.5
83/84	1190	177	14.9	131	11.0
84/85	1260	206	16.3	144	11.4
5 Year Total	4756	790	16.6	553	11.6

The Board will obviously strive to improve on these figures further, and the recent developments reported under the Research and Program Evaluation Section below may aid in achieving that objective. Nonetheless, as indicated earlier, these success rates exceed by 3 to 6 percentage points the success achieved through prediction devices in other countries. This is an achievement of which the Board Members can be justly proud.

The high level of consistency in all areas covered in this five year review is noteworthy. The reasons for this are subject to varying interpretations. Given the community membership model combined with short tenure, one interpretation offered is that there is a high degree of adherance to philosophical principles, an equitable application of statutory criteria for parole and a consistent enforcement of parole accountability.

7. RESEARCH AND PROGRAM EVALUATION

Technological Advance

At the beginning of April 1984, the Board registry commenced entry of all case data into a mini computer. This advance will eventually eliminate several tedious and time consuming records functions and will significantly improve the Board's capacity for information retrieval and analysis. The first application of this new technology was the monthly production of Suspension, Revocation and Termination reports. This information is of particular interest and benefit to the Board Members, in that it provides ongoing feedback to them regarding the status of cases in which they have been involved.

Research and Analysis

The Board continues to benefit from its involvement with Simon Fraser University's Department of Criminology. During this year, three students completed a full semester field placement in the Board office as partial requirement for graduation.

The work of these students has been under the supervision of our Executive Director and Parole Analyst. Projects included analysis of:

- Termination Reports: These reports are submitted to the Board Office by the parole supervisor on each case when parole terminates - for whatever reason. The analysis of this information revealed that the major factors affecting successful completion of parole are:

  (1) attitude towards supervision,
  (2) marital status,
  (3) amount of time employed,
  (4) committment to family responsibilities,
  (5) stability of residence, and
  (6) treatment program following release.

  The one significant difficulty shown by this study is that termination reports are received on a low 51% of all successful completions of parole and only 13% of all revocations. Staff of the Board Office will be taking initiatives this year to increase the use of the Termination Report in order to enlarge the data base and improve the Board's research capabilities.

- Parole Prediction Scales: A survey of prediction scales devised in North America, Europe and Australia was conducted, upon which a random sample of cases reviewed by the B. C. Board were analyzed. The analysis revealed that when categorized as to offence number and type, age at conviction, age at first contact with the justice system, criminal history, substance abuse and previous employment, "consistent throughout all characteristics is the indication that the young repetitive or career criminal is the poorest risk".

  The research, with some caution as to the definition of "successful", indicated that although prediction scales had a high predictive value (82% - 85%) the Board success rate at 92.5% could not be improved on by such devices. It was recommended that the Board may however consider adopting an applicant assessment form similar to a salient factor form. The data collected could then be used to train new Board Members, aid in the review of disputed cases and provide a data base for future research.

- Special Conditions of Parole: In addition to the standard conditions established by Board policy, the Board may impose ". . . any terms or conditions it considers desirable . . . " (Parole Act, Section 10(1). This study analyzed the rate and type of special conditions imposed by the Board (for the years 1982 to 1984 inclusive) to ascertain if any trends are noteworthy. The study revealed that there was a significant increase in the number of special conditions imposed during this period. This increase was most noticable in conditions relating to alcohol/drug use and treatment. This, coupled with an increasing grant rate from 53.7% in 1982 to 62.6% in 1984, would indicate that community supervision with strict conditions is being used rather than denial for "borderline" cases.

  The study recommended further research into revocations to assess the impact of increased conditions on failure rates.

  (Note: The figures and percentages granted in the above two studies are based on research samples and vary slightly from statistics reported elsewhere in this report).

he Board wishes to acknowledge the work of these students, Mark Rattan,)ana Heide and Dwayne Winnichuk, and their contribution to the Board's work. he information produced by these studies is made available to Board Members s useful feedback for enhancement of their decision-making skills.

8. CANADIAN ASSOCIATION OF PAROLING AUTHORITIES

The Board of Parole values its ongoing association with the other Parole Boards in Canada, namely the National Parole Board and the Parole Boards of Quebec and Ontario. This year the Association met only twice, in June 1984 (Quebec City) and November 1984 (Toronto).

Major accomplishments that were realized this year include:

- A statement on the Philosophy of Parole which will provide a basis upon which the Association and individual Boards will develop positions regarding such matters as legislative reform.

  The statement contains the following:

  - an historical preamble,
  - definition of parole,
  - principles of parole,
  - principles governing parole boards, and
  - mandate of paroling authorities.

  In addition to the use identified above, this statement will be circulated broadly to inform the public and stimulate professional discussion on parole and its effectiveness in Canada.

- A final submission to the Standards and Accreditation Project sponsored by the Canadian Criminal Justice Association. This submission pertained to the standards governing paroling authorities. The B. C. Board was privileged to be selected for a "field test" of these standards prior to final revisions being made by the project sponsors.

- An initial submission to the Correctional Law Review project conducted by the Ministry of the Solicitor General of Canada.

- Consultation on proposed amendments to the Parole Act (Canada) with special reference to regulation-making powers, parole in special circumstances, and mandatory supervision.

9. SUMMARY AND CONCLUSIONS

After five years of operation under its new mandate under the Parole Act (Canada), the Board is in many respects at a crossroads. In summary, the major issues needing ongoing attention include the following:

- The model of community membership developed by the Board has been shown to be highly responsive to community needs and concerns. This has been a major factor in the Board's credibility. This will continue if the Membership can be seen as broadly representative of the communities of this province, which can be best achieved by providing for public input into the identification of potential candidates for membership.

- The membership model combined with efficient administration has resulted in a high degree of flexibility and responsiveness to parole applications. The result has been that there has never been a backlog of parole hearings over a five year period. This efficiency, however, is being threatened as a result of workload pressures on the small complement of Board office staff which consists of only five persons.

- The need for comprehensive provincial legislation governing all aspects of early release is critical. Those provisions in the Parole Act pertaining to provincial Parole Boards are simply inadequate in the face of potential litigation. Such litigation seems inevitable, given developments in freedom of information, privacy and Charter legislation.

- The relationship between temporary absence and parole must be addressed more conclusively in this province. The confusion, duplication and competition that exists between these two programs does not serve the public interest and has the potential of bringing the administration of justice into some disrepute.

The Board remains committed to addressing these issues on an ongoing basis.

APPENDIX A

BOARD MEMBERSHIP 1984/85

INTERIOR REGION

+	Angus Currie	Businessman	Kamloops
	John Dormer	Public Affairs Representative	Kamloops
	Marvin Persson	Mill Manager (Retired)	Salmon Arm

NORTHERN REGION

+	Frank Donahue	Insurance Salesman	Terrace
*	Mary Hansen	Teacher/Homemaker	Prince George
	Anton Magnuson	Mill Manager (Retired)	Quesnel

FRASER REGION

	Siegfried Bartel	Dairy Farmer	Agassiz
	Jack Ferguson	College Instructor	Burnaby
	David Ferrel	Realtor	Abbotsford
	Margaret Gregory	Salesperson	White Rock
+	Molly O'Dell	Homemaker	Maple Ridge
	Fred Reynolds	Businessman	Delta
*	Robert Thompson	Educator	Fort Langley
*	Margaret Vandenberg	Legal Secretary	Coquitlam

VANCOUVER REGION

	Stanley Dzuba	Engineer	North Vancouver
+	Jane Frost	Homemaker	Vancouver
	Pamela Glass	Public Relations Director	Vancouver
	Joe Whitehead	Publisher/Editor (Retired)	Vancouver
	Gloria Wilson	Social Service Director	North Vancouver

VANCOUVER ISLAND REGION

*	Donald Hammond	Lumber Executive (Retired)	Cowichan Bay
	Robert Joseph	Native Affairs Administrator	Campbell River
*	Helen Perodeau	Homemaker/Executive Assistant	Victoria
+	George Reed	Deputy Commissioner RCMP (Retired)	Victoria

* New Appointments effective 1984
\+ Members of the Policy Executive 1984/85

APPENDIX B

CRITERIA FOR MEMBERSHIP

The Philosophy of the B. C. Board of Parole is based on a commitment to citizen participation in decision making in matters affecting the community. Consequently, all Members of the Board excluding the Chairman, are community members recommended for appointment on the basis of the following criteria:

The Nature of Community Involvement

There will be a strong emphasis on selecting candidates who have demonstrated through their activities and participation, a true sense of responsibility and interest in community affiars and concerns.

Personal Qualifications

Candidates will require a level of abilities, experience and objectivity consistent with the independent decision making role of the Board of Parole within the framework of the justice system. They will also have an understanding and appreciation of the serious impact of their decisions both on the individuals concerned and on the community at large. In the interests of maintaining the independence and integrity of the Board, candidates may be required to undergo a routine security check and furnish references upon request.

Level of Understanding of the Justice Process

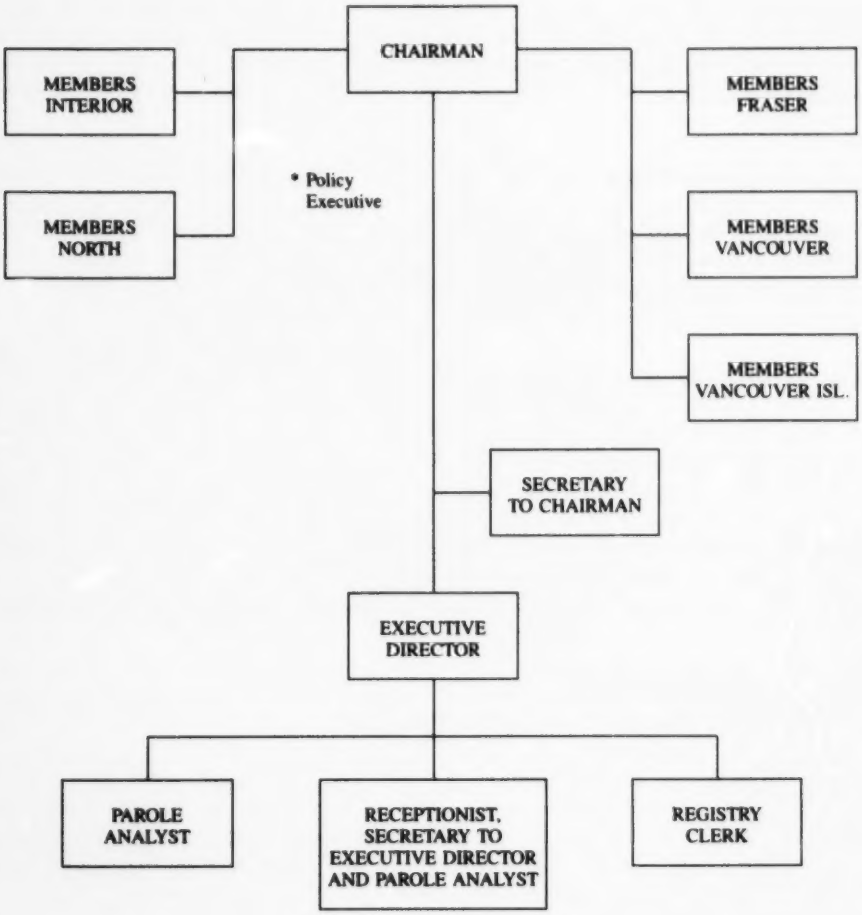
A general knowledge of the justice process and its component parts may be a significant criteria for Board membership. However, as opportunities will be provided for the orientation and ongoing development of all Board members, this knowledge requirement may be supplanted by an active interest in learning about the justice process and system.

Community Representation

To be consistent with the principles underlying the development of community membership, candidates should be seen by the community to represent broad areas of endeavour and achievement in the community, both with respect to community activity and participation and in terms of role, career or profession. The overriding consideration in this sense would be one of broad credibility within the community as opposed to the more limited representation of specific interest groups within the community.

APPENDIX C

ORGANIZATION CHART — B.C. BOARD OF PAROLE



NOTE—The B.C. Board of Parole operates as an independent agency in a quasi judicial function. The support services required are provided through the offices of the Assistant Deputy Minister, Support and Administration, Ministry of Attorney General (e.g., Personnel, Finance, Facilities Management).

A liaison with the Ministry's Executive Committee for administrative purposes is provided by the Commissioner of Corrections who is a member of that Committee.

* POLICY EXECUTIVE: — Chairman
— Executive Director
— Two members Fraser Region
— One member of each other Region

TABLE I

Number of Board Hearings by Region by Month
Fiscal Year 1984/85 (1983/84)

Month	Interior	Northern	Fraser	Vancouver	Vancouver Island	Total
April	2 (3)	1½ (4)	14 (14½)	5 (8½)	5 (6)	27½ (36)
May	2 (5)	3 (2½)	15 (14½)	5 (10½)	3 (3)	28 (35½)
June	4 (3)	3 (5)	13 (19½)	5 (10½)	4 (5)	29 (43)
July	2 (3)	5 (4)	11 (16½)	6 (10)	5 (4)	29 (37½)
August	3 (3)	2 (2)	12½ (15)	6 (6)	5 (3)	28½ (29)
September	5 (4)	5 (3)	15 (17)	4 (7)	4 (2)	33 (33)
October	2 (4)	4 (3)	9 (12½)	6 (4½)	2 (3)	23 (27)
November	3½ (2½)	3 (3½)	11½ (8)	5 (9½)	4 (3)	27 (26½)
December	3 (2)	4½ ,2)	12½ (14)	7 (4½)	4 (4)	31 (26½)
January	3 (2)	3½ (2)	9 (12)	5 (5)	3 (3½)	23½ (24½)
February	2 (4)	2½ (2)	13 (12½)	5 (4½)	2½ (5)	25 (28)
March	3 (3)	3 (4)	13 (16½)	6 (4½)	4 (5)	29 (33)
Total	34½ (38½)	40 (37)	148½ (172½)	65 (85)	45½ (46½)	333½ (379½)
Percentage of Total	10.4 (10.1)	12.0 (9.7)	44.5 (45.5)	19.5 (22.4)	13.6 (12.3)	

TABLE II

Number and Type of Decisions by Month — Interior Region
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	5 (2)	3 (9)	2 (0)	1 (1)	0 (0)	11 (12)	62.5%
May	4 (12)	5 (6)	0 (0)	2 (1)	0 (0)	11 (19)	44.4%
June	7 (2)	11 (11)	1 (0)	1 (1)	1 (0)	21 (14)	38.9%
July	6 (5)	4 (7)	0 (0)	0 (0)	2 (0)	12 (12)	60.0%
August	6 (6)	8 (8)	1 (0)	0 (0)	0 (0)	15 (14)	43.8%
September	9 (9)	9 (10)	4 (1)	2 (1)	1 (0)	25 (21)	50.0%
October	5 (11)	4 (7)	0 (0)	1 (3)	0 (1)	10 (22)	55.5%
November	5 (3)	10 (8)	1 (0)	1 (1)	1 (1)	18 (13)	33.3%
December	6 (3)	7 (6)	1 (1)	2 (2)	0 (0)	16 (12)	46.1%
January	7 (2)	7 (4)	0 (1)	1 (2)	0 (0)	15 (9)	50.0%
February	5 (11)	5 (7)	0 (1)	0 (1)	0 (0)	10 (20)	50.0%
March	6 (5)	8 (7)	0 (1)	1 (4)	0 (0)	15 (17)	42.9%
Total	71 (71)	81 (90)	10 (5)	12 (17)	5 (2)	179 (185)	46.7% (44.1%)
Percentage of Total	39.7 (38.4)	45.2 (48.6)	5.6 (2.7)	6.7 (9.2)	2.8 (1.1)		

TABLE III

Number and Type of Decisions by Month — Northern Region
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	5 (10)	2 (5)	0 (0)	0 (0)	0 (0)	7 (15)	71.4%
May	8 (6)	3 (2)	0 (0)	0 (0)	2 (1)	13 (9)	72.7%
June	12 (11)	1 (7)	0 (0)	1 (0)	1 (4)	15 (22)	92.3%
July	11 (8)	8 (6)	1 (0)	3 (2)	0 (0)	23 (16)	57.9%
August	6 (8)	6 (4)	0 (0)	0 (0)	1 (0)	13 (12)	50.0%
September	8 (10)	10 (2)	0 (1)	4 (2)	1 (1)	23 (16)	44.4%
October	12 (9)	6 (4)	0 (0)	4 (0)	1 (3)	23 (16)	66.7%
November	2 (7)	8 (9)	1 (0)	2 (2)	1 (1)	14 (19)	20.0%
December	11 (6)	8 (3)	1 (0)	3 (1)	2 (0)	25 (10)	57.9%
January	11 (4)	4 (3)	1 (1)	1 (3)	0 (0)	17 (11)	73.7%
February	4 (4)	7 (3)	1 (0)	2 (1)	1 (0)	15 (8)	36.4%
March	10 (6)	3 (5)	0 (1)	1 (3)	0 (1)	14 (16)	76.9%
Total	100 (89)	66 (53)	5 (3)	21 (14)	10 (11)	202 (17)	60.2% (67.2%)
Percentage of Total	49.5 (52.3)	32.7 (31.2)	2.5 (1.8)	10.4 (8.2)	4.9 (6.5)		

TABLE IV

Number and Type of Decisions by Month — Fraser Region
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	38 (37)	28 (13)	3 (1)	0 (2)	0 (0)	69 (53)	57.6%
May	56 (36)	17 (18)	2 (2)	2 (0)	0 (0)	77 (56)	76.7%
June	43 (50)	11 (17)	2 (1)	1 (2)	2 (2)	59 (72)	79.7%
July	42 (40)	9 (16)	4 (5)	1 (0)	0 (1)	56 (62)	82.3%
August	43 (40)	17 (23)	1 (3)	0 (2)	0 (0)	61 (68)	71.6%
September	44 (49)	20 (27)	4 (2)	1 (0)	1 (2)	70 (80)	68.7%
October	26 (37)	10 (15)	3 (2)	0 (0)	1 (1)	40 (55)	72.7%
November	40 (31)	12 (8)	7 (1)	8 (2)	2 (1)	69 (43)	76.2%
December	42 (47)	22 (14)	2 (4)	1 (2)	2 (0)	69 (67)	65.6%
January	29 (44)	10 (10)	4 (3)	0 (4)	1 (3)	44 (64)	74.3%
February	51 (42)	10 (15)	4 (2)	0 (1)	3 (1)	68 (61)	83.6%
March	37 (44)	19 (26)	8 (4)	2 (3)	3 (0)	69 (77)	66.1%
Total	491 (497)	185 (202)	44 (30)	16 (18)	15 (11)	751 (758)	72.6% (71.1%)
Percentage of Total	65.4 (65.6)	24.6 (26.6)	5.9 (4.0)	2.1 (2.4)	2.0 (1.4)		

TABLE V

Number and Type of Decisions by Month — Vancouver Region
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	6 (14)	5 (13)	3 (1)	7 (8)	3 (1)	24 (37)	54.5%
May	5 (17)	12 (13)	0 (4)	5 (5)	3 (1)	25 (40)	29.4%
June	4 (16)	11 (12)	1 (0)	4 (7)	2 (2)	22 (37)	26.6%
July	10 (12)	9 (15)	4 (2)	5 (5)	6 (3)	34 (37)	52.6%
August	11 (14)	9 (5)	1 (1)	7 (8)	1 (1)	29 (29)	57.9%
September	10 (8)	3 (9)	1 (0)	3 (7)	1 (4)	18 (28)	76.2%
October	9 (3)	8 (8)	3 (0)	3 (5)	2 (6)	25 (22)	52.9%
November	7 (14)	7 (18)	1 (0)	2 (3)	2 (1)	19 (36)	50.0%
December	11 (8)	13 (8)	2 (1)	12 (5)	4 (2)	42 (24)	45.8%
January	7 (8)	5 (8)	3 (0)	9 (5)	3 (1)	27 (22)	58.3%
February	5 (6)	7 (6)	1 (1)	11 (5)	0 (2)	24 (20)	41.7%
March	8 (5)	8 (11)	5 (0)	5 (6)	2 (0)	28 (22)	50.0%
Total	93 (125)	97 (126)	25 (10)	73 (69)	29 (24)	317 (354)	48.9% (49.8%)
Percentage of Total	29.3 (35.3)	30.6 (35.6)	7.9 (2.8)	23.0 (19.5)	9.2 (6.8)		

TABLE VI

Number and Type of Decisions by Month — Vancouver Island Region
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	10 (5)	10 (9)	1 (0)	1 (2)	0 (1)	22 (17)	50.0%
May	6 (1)	5 (9)	1 (0)	1 (0)	0 (0)	13 (10)	54.5%
June	14 (5)	6 (9)	2 (1)	3 (6)	0 (2)	25 (23)	70.0%
July	12 (6)	9 (9)	5 (1)	3 (1)	0 (1)	29 (18)	57.1%
August	15 (8)	4 (5)	6 (1)	1 (2)	1 (0)	27 (16)	78.9%
September	9 (2)	4 (4)	1 (0)	3 (0)	2 (0)	19 (6)	69.2%
October	5 (8)	2 (10)	1 (0)	1 (1)	1 (0)	10 (19)	71.4%
November	9 (10)	4 (4)	0 (1)	2 (0)	3 (0)	18 (15)	69.1%
December	8 (11)	7 (5)	1 (1)	4 (0)	1 (0)	21 (17)	53.3%
January	5 (7)	4 (8)	1 (0)	3 (1)	0 (1)	13 (17)	55.5%
February	4 (9)	5 (8)	2 (5)	2 (2)	0 (1)	13 (25)	44.4%
March	11 (11)	7 (11)	1 (1)	2 (1)	0 (0)	21 (24)	61.1%
Total	108 (83)	67 (91)	22 (11)	26 (16)	8 (6)	231 (207)	61.7% (47.7%)
Percentage of Total	46.7 (40.1)	29.0 (44.0)	9.5 (5.3)	11.2 (7.7)	3.6 (2.9)		

TABLE VII

Number and Type of Decisions by Month — Provincial Summary
Fiscal Year 1984/85 (1983/84)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	64 (68)	48 (49)	9 (2)	9 (13)	3 (2)	133 (134)	56.1% (57.6%)
May	79 (72)	42 (48)	3 (6)	10 (6)	5 (3)	139 (135)	65.3% (57.1%)
June	80 (84)	40 (56)	6 (2)	10 (16)	6 (10)	142 (168)	66.7% (59.2%)
July	81 (71)	39 (53)	14 (8)	12 (8)	8 (5)	154 (145)	67.5% (54.6)%
August	81 (77)	44 (45)	9 (5)	8 (12)	3 (1)	145 (140)	64.8% (60.6%)
September	80 (78)	46 (52)	10 (4)	13 (10)	6 (7)	155 (151)	63.5% (60.7%)
October	57 (68)	30 (44)	7 (2)	9 (9)	5 (11)	108 (134)	65.5% (60.7%)
November	63 (65)	41 (47)	10 (2)	15 (8)	9 (4)	138 (126)	60.6% (58.0%)
December	78 (75)	57 (36)	7 (7)	22 (10)	9 (2)	173 (130)	57.8% (67.6%)
January	59 (65)	30 (33)	9 (5)	14 (15)	4 (5)	116 (123)	66.3% (66.3%)
February	69 (72)	34 (39)	8 (9)	15 (10)	4 (4)	130 (134)	67.0% (64.9%)
March	72 (71)	45 (60)	14 (7)	11 (17)	5 (1)	147 (156)	61.5% (54.2%)
Total	863 (866)	496 (562)	106 (59)	148 (134)	67 (55)	1,680 (1,676)	63.5% (60.6%)
Percentage of Total	51.4 (51.7)	29.5 (33.5)	6.3 (3.5)	8.8 (8.0)	4.0 (3.3)		

TABLE VIII

Number and Type of Decisions by Region — Provincial Summary
Fiscal Year 1984/85 (1983/84)

Region	Grant	Deny	Defer	Revoke	Other	Total	Percentage Change Over 1983/84
Interior	71 (71)	81 (90)	10 (5)	12 (17)	5 (2)	179 (185)	− 3.2
Northern	100 (89)	66 (53)	5 (3)	21 (14)	10 (11)	202 (170)	+18.8
Fraser	491 (498)	185 (202)	44 (30)	16 (18)	15 (12)	751 (760)	− 1.2
Vancouver	93 (125)	97 (126)	25 (10)	73 (69)	29 (24)	317 (354)	−10.5
Vancouver Island	108 (83)	67 (91)	22 (11)	26 (16)	8 (6)	231 (207)	+11.6
Total	863 (866)	496 (562)	106 (59)	148 (134)	67 (55)	1,680 (1,676)	+ 0.2

TABLE IX

Number on Parole by Month — Provincial Summary
Fiscal Year 1984/85 (1983/84)

Month	Number at Beginning	Grants	Transfers In	Revoke	Transfers Out	Completions	Number at End
April	397	64	1	9	2	74	377
May	377	79	2	10	2	31	415
June	415	80	2	10	2	85	400
July	400	81	3	12	7	53	412
August	412	81	—	8	3	72	427
September	427	80	—	13	3	55	419
October	419	57	—	9	2	56	409
November	409	63	4	15	3	68	390
December	390	78	—	22	4	43	399
January	399	59	—	14	5	46	393
February	393	69	—	15	3	65	379
March	379	72	—	11	3	53	384
Totals		863	12	148	39	701	

TABLE X

Suspensions by Month and Disposition
Fiscal Year 1984/85 (1983/84)

Month	Suspension	Final Disposition		
		Revoke	Reinstate	Other[1]
April	10 (10)	8 (7)	2 (1)	(2)
May	15 (20)	11 (15)	3 (5)	1 (0)
June	19 (15)	14 (8)	3 (6)	2 (1)
July	14 (14)	9 (12)	4 (1)	1 (1)
August	17 (14)	11 (10)	5 (4)	1 (0)
September	16 (14)	10 (10)	6 (3)	(1)
October	24 (15)	19 (8)	4 (5)	1 (2)
November	24 (11)	17 (10)	5 (1)	2 (0)
December	20 (17)	13 (15)	4 (2)	3 (0)
January	24 (18)	20 (11)	3 (4)	1 (3)
February	12 (11)	7 (11)	2 (0)	3 (0)
March	11 (18)	5 (14)	2 (3)	4 (1)
Total	206 (177)	144 (131)	43 (35)	19 (11)
Percentage		69.9 (74.0)	20.9 (19.8)	9.2 (6.2)

[1] 14–Expiry under suspension.
5–Transferred to other jurisdictions.

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